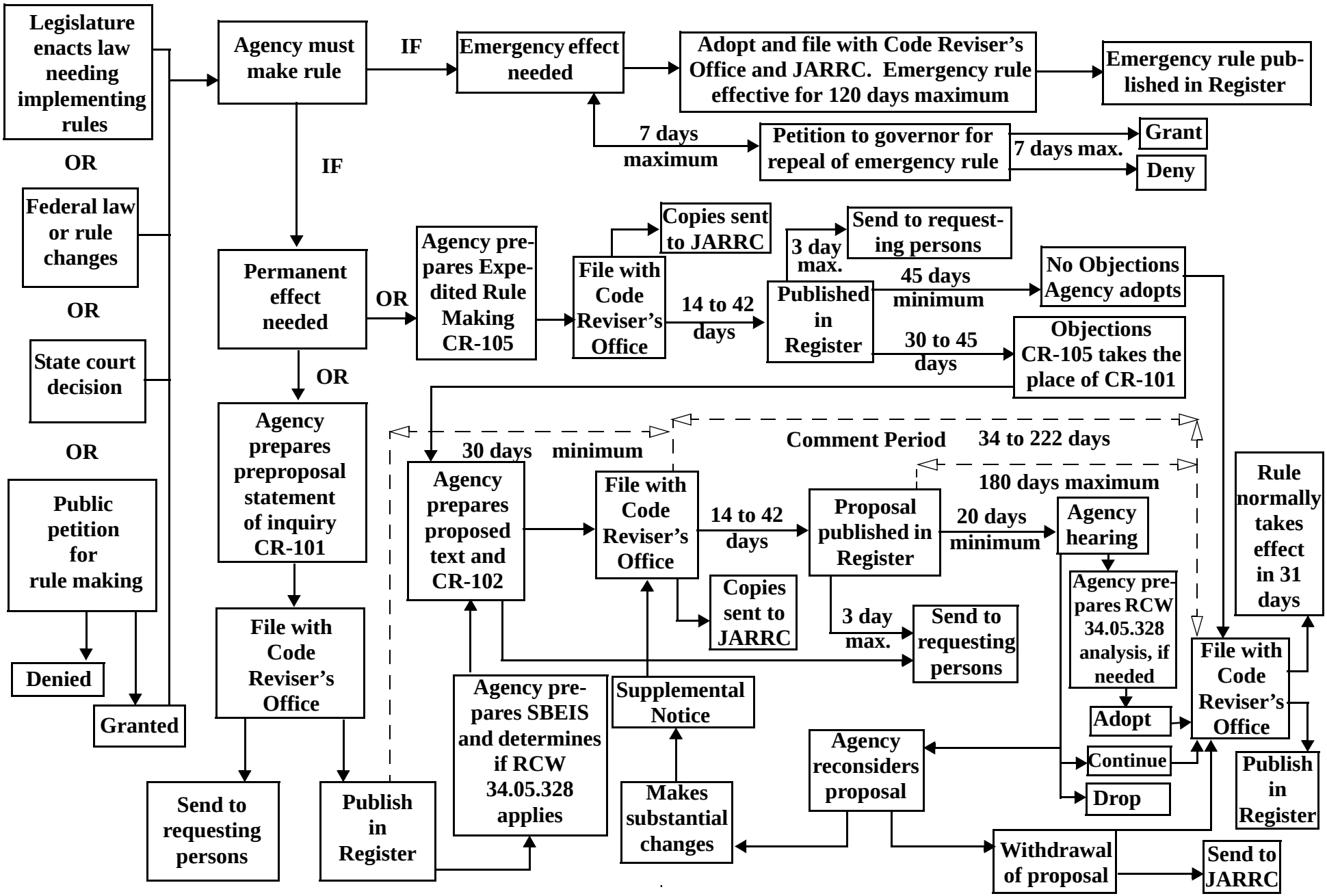RULE-MAKING PROCESS